

Message Text

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ACTION EUR-12

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FEDERAL PREPAREDNESS AGENCY-GSA

C O N F I D E N T I A L SECTION 1 OF 2 USNATO 4062

E.O. 11652: GDS

TAGS: MPOL, NATO

SUBJ: FLEXIBILITY STUDY

REF: A. STATE 164177 NOTAL; B. MCM-47-75

SUMMARY. IN AN EFFORT TO ENCOURAGE EARLY PROGRESS IN ALLIANCE FORCE FLEXIBILITY, THIS MESSAGE GIVES THE CURRENT STATUS OF SACEUR'S FLEXIBILITY REPORT, OUTLINES ACTIONS IN NATO THAT SUPPORT RECOMMENDATIONS HIGHLIGHTED BY SACEUR, AND SUGGESTS THAT WASHINGTON GUIDANCE TO REPRESENTATIVES ON CERTAIN NATO COMMITTEES TAKE THESE RECOMMENDATIONS INTO ACCOUNT. WE ALSO RECOMMEND THAT ANY DEFINITIVE US PROGRAM TO IMPROVE FLEXIBILITY OF NATO FORCES BE BASED ON SACEUR'S FINAL REPORT ON FLEXIBILITY IN THE CENTRAL REGION. ACTION REQUESTED: WASHINGTON COMMENTS BY AUGUST 16. END SUMMARY.

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1. BY MCM-47-75 DATED JULY 10, 1975 THE MILITARY COMMITTEE (MC) INFORMED SYG LUNS THAT IT HAS PROVIDED SACEUR WITH COMMENTS ON HIS PRELIMINARY FLEXIBILITY STUDY REPORT AND GIVEN HIM GUIDANCE FOR PREPARATION OF THE FINAL FLEXIBILITY REPORT.

THE MC GUIDANCE CALLS FOR SACEUR TO SET PRIORITIES ON HIS RECOMMENDATIONS, TO CATEGORIZE RECOMMENDATIONS BY FUNCTION, TO INDICATE WHICH RECOMMENDATIONS ARE NEW INITIATIVES, AND TO GIVE ESTIMATED COSTS OF HIS PROPOSALS. RE TIMING, THE MC ASKS SACEUR TO PROVIDE HIS FINAL REPORT ON FLEXIBILITY IN THE CENTRAL REGION BY OCTOBER TO ALLOW TIME FOR MC AND DPC REVIEW AND COMMENT PRIOR TO THE DECEMBER 1975 DPC MINISTERIAL. SACEUR HAS RESPONDED THAT HIS REPORT IN OCTOBER WILL REPLACE THE INITIAL FLEXIBILITY REPORT AND THAT HE EXPECTS TO BE FULLY RESPONSIVE TO THE MC GUIDANCE.

2. THE MILITARY COMMITTEE ALSO ASKED SYG LUNS TO URGE THAT NATIONS GIVE PARTICULAR EMPHASIS TO ISSUES HIGHLIGHTED IN SACEUR'S COVER LETTER TO THE FLEXIBILITY REPORT, I.E., THAT THEY: (1) MAKE EFFECTIVE USE OF WARNING TIME, (2) SUPPORT AN ACE-WIDE EXERCISE PROGRAM, (3) SPECIFY THE SUPPORT THEY ARE WILLING TO PROVIDE NATO FORCES, (4) COOPERATE IN THE DEVELOPMENT OF BILATERAL AND MULTILATERAL ARRANGEMENTS TO SUPPORT LINES OF COMMUNICATION (LOC), (5) TAKE ACTIONS TO MEET AGREED STOCK LEVELS, AND (6) ASSIST IN DEVELOPING ARRANGEMENTS AND AGREEMENTS FOR THE USE OF UNCOMMITTED AIRLIFT. MOST OF THESE ISSUES ARE ALREADY UNDER CONSIDERATION IN NATO COMMITTEES.

3. OUR ASSESSMENT OF THE STATUS OF THESE INITIATIVES FOLLOWS:

A. USE OF WARNING TIME. DRAWING ON LESSONS LEARNED FROM THE 1973 MIDDLE EAST WAR, DEFENSE MINISTERS HAVE REQUESTED A STUDY ON HOW NATO NATIONS COULD BEST MAKE USE OF WARNING TIME TO INCREASE DEFENSIVE READINESS AND DETER AGGRESSION. ACCORDINGLY, THE DPC ESTABLISHED A JOINT WORKING GROUP UNDER THE COCHAIRMANSHIP OF MR. HUMPHREYS, NATO ASYG FOR PLANS AND POLICY, AND MAJOR GENERAL TORP, DIRECTOR, PLANS AND POLICY, INTERNATIONAL MILITARY STAFF. THE JOINT WORKING GROUP TERMS OF REFERENCE CALL FOR (1) EXAMINATION OF THE MEASURES LESS THAN MOBILIZATION, WHICH NATIONS COULD TAKE TO MAKE THE BEST USE OF WARNING TIME AND (2) DETERMINATION OF WHAT CAPABILITIES EXIST IN THE FIELD OF CONTINGENCY PLANS OFFERING A GRADUATED CHOICE OF ACTIONS. ON JULY 10 THE WORKING GROUP AGREED ON THE CONFIDENTIAL

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STUDY OBJECTIVES WHICH SHOULD RELATE PREPARATORY MEASURES NATIONS AND NATO COULD TAKE TO ENHANCE THEIR POSTURE AND READINESS OUTSIDE THE MEASURES ILLUSTRATED IN THE NATO ALERT SYSTEM. THE GROUP AGREED THAT THE STUDY NEED NOT CONCERN ITSELF WITH THE KINDS OF SITUATIONS ENVISAGED UNDER STATES ORANGE AND SCARLET, NOR BE LIMITED TO WARNING TIME DEFINED BY MC 161/75. THE PERIOD UNDER STUDY IS CONSIDERED AS STARTING WHEN NATIONAL INTELLIGENCE SERVICES IDENTIFY CHANGES IN RELATIONS BETWEEN NATO AND WARSAW PACT COUNTRIES.

-- RECOMMENDATION: THE US SHOULD CONTINUE TO SUPPORT THE AIM OF SACEUR'S RECOMMENDATION BY WORKING THROUGH THE JOINT WORKING GROUP ON USE OF WARNING TIME IN ORDER TO IDENTIFY ACTIONS THAT NATIONS COULD TAKE -SHORT OF MOBILIZATION - TO

IMPROVE DETERRENT CAPABILITY AND WAR FIGHTING POTENTIAL OF NATO FORCES.

B. SUPPORT AN ACE-WIDE EXERCISE PROGRAM. SACEUR HAS PROPOSED THAT A NUMBER OF NATIONAL AND MULTINATIONAL EXERCISES BE GROUPED TOGETHER IN A SERIES CALLED AUTUMN FORGE WITH THE AIM OF DEMONSTRATING ACE SOLIDARITY AND PROJECTING A CLEAR PICTURE OF ALLIED CAPABILITIES. THE SCENARIO FOR THE AUTUMN FORGE EXERCISE SERIES WILL DEPICT A PERIOD OF RISING POLITICAL/MILITARY TENSIONS AND ACTIVITY THAT WILL PROMPT SACEUR TO CALL FOR REINFORCEMENTS TO DEMONSTRATE ACE SOLIDARITY AND FLEXIBILITY. THIS SERIES OF EXERCISES MARKS AN IMPORTANT CONCEPTUAL INNOVATION THAT ALLOWS EXERCISES ALREADY SCHEDULED TO BE BROUGHT INTO COMMON FOCUS FOR US TO DRAW BETTER LESSONS FROM THE RESULTS OF EXERCISES CONDUCTED IN THE SAME FRAMEWORK. IT EMPHASIZES NATIONAL COMMITMENT AND PROMOTES MUTUAL UNDERSTANDING AMONG OUR FORCES.

-- RECOMMENDATION: WE RECOMMEND WASHINGTON CONTINUE TO PROVIDE STRONG SUPPORT FOR SACEUR'S AUTUMN FORGE EXERCISE SERIES.

C. HOST NATION SUPPORT OF LOGISTICS FOR NATO FORCES. SACEUR RECOGNIZES THAT GREATER COMBAT CAPABILITY HAS RESULTED FROM RECENT INCREASES IN US COMBAT UNITS, BUT POINTS OUT THAT THIS INCREASE WAS AT THE EXPENSE OF LOGISTICS SUPPORT ELEMENTS. IF THIS US INITIATIVE IS TO CONTINUE AND BE VIABLE, NATIONS MUST DETERMINE WHAT CIVILIAN SUPPORT THEY ARE WILLING TO GIVE TO THE LOGISTICAL SUPPORT OF NATO MILITARY UNITS. SACEUR HAS STATED THAT FURTHER CONVERSION OF MORE "TEETH" AT THE EXPENSE OF "TAIL" CAN ONLY BE ACCOMPLISHED WHEN MAJOR ASSETS

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FROM THE CIVILIAN SECTOR ARE PROVIDED BY NATIONS. HE FURTHER STATES THAT IF NATIONS ARE WILLING TO PROVIDE MASSIVE RESOURCES, WE MAY FIND THAT EVEN MORE COMBAT INCREASES ARE POSSIBLE BY CONVERTING MILITARY SUPPORT UNITS. THE SENIOR CIVIL EMERGENCY PLANNING COMMITTEE (SCEPC) IS CURRENTLY LOOKING AT THE SUPPORT THAT THE CIVIL SECTOR CAN PROVIDE THE MILITARY.

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TO SECSTATE WASHDC 2987
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INFO USNMR SHAPE
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C O N F I D E N T I A L SECTION 2 OF 2 USNATO 4062

RECOMMENDATION: WE BELIEVE THAT THE US SHOULD CONTINUE TO SUPPORT THIS SCEPC EFFORT AND THAT THE US SHOULD URGE OTHER NATIONAL REPRESENTATIVES ON THE SCEPC TO SUPPORT THIS SACEUR RECOMMENDATION.

D. HOST NATION SUPPORT OF EUROPEAN LOC. UNDER THE SCEPC, THE PLANNING BOARD FOR EUROPEAN INLAND SURFACE TRANSPORT (PBEIST) IS ACTIVELY STUDYING HIS PROPOSAL WITH SUPPORT OF MAJOR NATO COMMANDERS. SACEUR ALSO ASKS NATIONS TO GIVE FULL SUPPORT TO THESE BODIES BY PROVIDING NECESSARY DATA AND ASSISTANCE WITH BILATERAL AND MULTILATERAL AGREEMENTS ALREADY IN PROGRESS.

-- RECOMMENDATION: THE US SHOULD PRESS ALLIED NATIONS IN THE SCEPC AND PBEIST TO DEFINE THE SUPPORT THEY ARE WILLING TO PROVIDE A CENTRAL EUROPEAN LOC.

E. ACTIONS TO ACHIEVE AGREED STOCK LEVELS. SACEUR POINTS OUT THAT WARTIME EXPENDITURES OF STOCK DURING THE 1973 YOM KIPPUR WAR WERE TRIPLE THE CURRENT WESTERN STOCKPILE PLANS. SACEUR RECOMMENDS THAT NATIONS BUILD THEIR LOGISTIC STOCKS
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IN THE CENTRAL REGION TO A MINIMUM 30 DAY LEVEL USING PREFINANCING WHERE NECESSARY TO BUILD FORWARD STORAGE FACILITIES AND STOCK LEVELS. AT THE DECEMBER 1973 DPC MINISTERIAL MEETING, NATIONS AGREED TO MAKE A SPECIAL EFFORT TO RAISE THEIR WAR RESERVE STOCK LEVELS TO 30 DAYS, WHERE POSSIBLE BY DECEMBER 1975. ALTHOUGH SOME SUCH EFFORT HAS BEEN MADE, NATIONAL RESPONSES TO DPQ(74) INDICATE THAT THE AGREED GOAL WILL NOT BE REACHED. NATIONS TEND TO PRESENT THE BEST POSSIBLE PICTURE OF THEIR STOCK LEVELS. THIS RESULTS IN DIFFERING NATIONAL INTERPRETATIONS OF MILITARY PLANNING FACTORS IN MC 55/2, THUS COMPLICATING ANY EFFORT AT MILITARY ASSESSMENT OF THE IMPLICATIONS OF STOCK SHORTFALLS. IN FEBRUARY 1974 THE EXECUTIVE WORKING GROUP (EWG) ASKED SHAPE TO PROVIDE NEW STOCK LEVEL STANDARDS FOR ALL MUNITIONS. SHAPE GUIDANCE FOR STOCKPILE PLANNING IS NOW BEING REVISED. THE UNITED STATES HAS GIVEN SUPPORT TO THE SHAPE TECHNICAL CENTER DEVELOPMENT OF COMPUTER MODELS TO PREDICT OPTIMUM STOCK LEVELS FOR AIR DELIVERED WEAPONS AND GROUND FORCES AMMUNITION, BUT THESE STUDIES ARE INCOMPLETE. NATIONS ARE NOW WAITING FOR SHAPE CONSUMPTION

STANDARDS BEFORE COMMITTING THEMSELVES TO REAL PROGRESS IN THIS AREA.

-- RECOMMENDATION: THE US SHOULD SUPPORT SACEUR'S RECOMMENDATION TO INCREASE STOCK LEVELS EVEN IN THE ABSENCE OF PUBLISHED STANDARDS AND SHOULD ENCOURAGE HIM TO ACCELERATE WORK ON THE STUDIES.

F. ARRANGEMENTS FOR NATO AIRLIFT. SACEUR ASKS NATIONS TO DEVELOP COMPREHENSIVE AIRLIFT PLANS AND MAKE FIRM COMMITMENTS TO PROVIDE NATO WITH EFFECTIVE AIRLIFT IN A CRISIS. HE POINTS OUT THAT OUR GROUND FORCE RATIO WITH THE SOVIETS AND WARSAW PACT IS ALREADY CRITICAL AND THAT ANY CHANCE FOR A SUCCESSFUL DEFENSE DEPENDS UPON RAPID MOVEMENT OF REINFORCEMENTS. BY PROPER PRE-PLANNING, AIRLIFT CAN PROVIDE THE CAPABILITY TO EMPLOY FORCES WHERE THEY ARE NEEDED. SACEUR EMPHASIZES THAT WITH PROPERLY COORDINATED AIRLIFT SUPPORT FROM ALL NATIONS, WE COULD LAY THE GROUNDWORK FOR AN UNPRECEDENTED DEGREE OF FLEXIBILITY. IN NATO, THE MC AND THE SCEPC'S CIVIL AVIATION PLANNING COMMITTEE (CAPC) ARE BOTH WORKING TO ASSIST SHAPE IN IMPROVING ARRANGEMENTS FOR THE EFFECTIVE USE OF AIRLIFT. THE CAPC IS DEVELOPING PLANS TO SUPPORT NATO CIVIL/MILITARY EMERGENCY AIRLIFT NEEDS AND WILL MAKE RECOMMENDATIONS ON ARRANGEMENTS FOR CIVIL SUPPORT OF PLANNED
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MILITARY AIRLIFT OF REINFORCEMENTS TO INCLUDE IMPROVEMENT IN RECEPTION FACILITIES AND THROUGHPUT CAPABILITY AT CIVIL AERIAL PORTS.

-- RECOMMENDATION: THE US SHOULD CONTINUE ITS EMPHASIS ON CURRENT CIVIL/MILITARY AVIATION PLANNING IN NATO AND WORK TO DEVELOP PROCEDURES AND ARRANGEMENTS FOR COORDINATING CIVIL AVIATION RESOURCES MADE AVAILABLE TO THE ALLIANCE.

4. WE BELIEVE THAT A DEFINITIVE, ALL ENCOMPASSING US PROGRAM TO SUPPORT THE RECOMMENDATIONS IN SACEUR'S FLEXIBILITY STUDY SHOULD AWAIT THE COMPLETION OF THE FINAL REPORT ON FLEXIBILITY IN THE CENTRAL REGION, EXPECTED IN OCTOBER 1975. IN THE INTERIM, WE RECOMMEND THAT (1) WASHINGTON GUIDANCE TO US POLITICAL AND MILITARY AUTHORITIES IN NATO TAKE INTO ACCOUNT SACEUR'S RECOMMENDATIONS ON THE SIX ISSUES HIGHLIGHTED IN HIS COVER LETTER, AND (2) AT THE SAME TIME US REPRESENTATIVES IN NATO COMMITTEES URGE OTHER ALLIES TO DEVELOP NATIONAL PROGRAMS THAT WILL SUPPORT SACEUR'S FLEXIBILITY INITIATIVES.

5. WE WOULD APPRECIATE WASHINGTON COMMENTS ON THE ABOVE PROPOSALS TO IMPLEMENT THE RECOMMENDATIONS HIGHLIGHTED IN SACEUR'S FLEXIBILITY STUDY. STREATOR

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